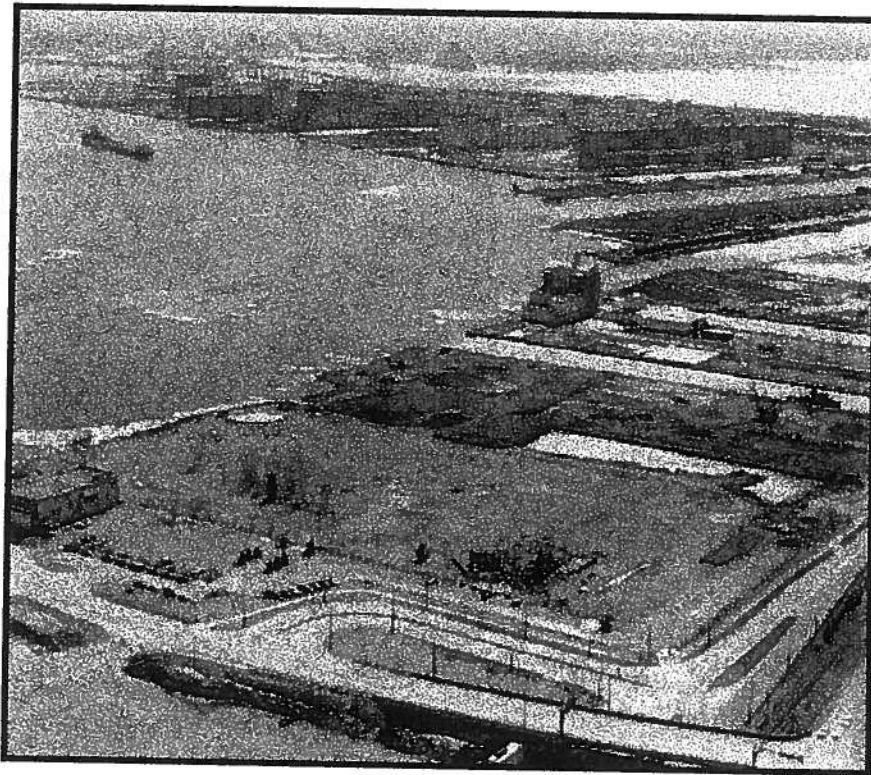


# Bayfront Development Analysis and Recommendation



Prepared by  
City of Duluth  
Planning and Development Department

June 1997

# **Bayfront Development Analysis and Recommendation**

## **Introduction**

This analysis and its recommendations have been prepared by the City of Duluth Planning and Development Department as an information resource and guide for the development of the area known as "Bayfront" on Duluth's harbors edge. It will be presented first to the Duluth City Planning Commission and then to the Duluth Economic Development Authority. Final decisions on the use and development of the various sites will be made by the various landowners including the Duluth Economic Development Authority (DEDA), Lake Superior Center(LSC) and the City of Duluth.

## **Description of Subject Site**

### **Five Sites**

"Bayfront" has become synonymous with a multiplicity of land holdings and proposals on Duluth's harbor immediately west of the Duluth Entertainment Convention Center (DECC). It is important to separate and understand the limitations and availability of these various sites. For the purposes of discussion and analysis the land held or designated for private development has been divided into three sites. The public use areas have been separated into two sites. As such, there are a total of five "Bayfront" sites, as follows:

*Development Site A*  
*Development Site B*  
*Development Site C*  
*Lake Superior Center Site*  
*Bayfront Festival Park Site*

These sites are described below:

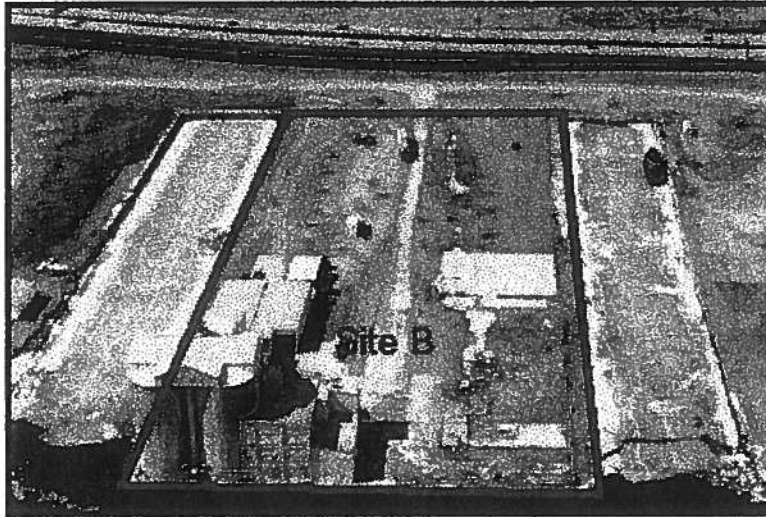
### **Development Site A**

The area identified as Site A is a portion of the area that had been set aside for the Bayfront Mall proposal, phase I. It includes approximately 7.5 acres and would eventually be transferred to the ownership of a private developer.

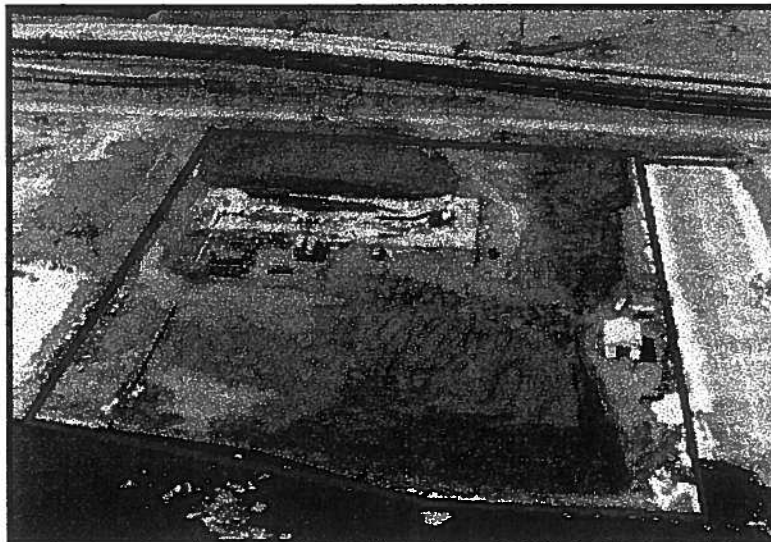


**Development Site B**

The area identified as Site B includes a portion of the area that had been set aside for the Bayfront Mall proposal, phase I. It also, includes the property owned by LaFarge Corporation. Of the 7 acre site, half is owned by DEDA and half is owned by LaFarge. Future development of this site could proceed in phases and with or without inclusion of the LaFarge Corporation property.

**Development Site C**

The area identified as Site C includes the area that had been set aside for the Bayfront Mall proposal, phase II. The site includes approximately 14 acres, of which approximately 2.5 acres is the slip. It is intended the slip would be privately developed and used, but not filled.

**Lake Superior Center Site**

The Lake Superior Center site includes the area set aside for the development of LSC; as well as an area at the intersection of 5th and Railroad Street that includes "Playfront" and public parking.

This area is to be made an extension of the festival park and transferred to the City per previous agreements. The entire site is approximately 8.5 acres.

### **Bayfront Festival Park Site**

The area identified as the Bayfront Festival Park site includes all of Slip No. 2, lands adjacent to it for access and an area along the harbors edge. The total area is approximately 10 acres. All of Slip No. 2 has been included in the park site so it may be used for public use and development in association with the park.

The total area of the five sites is approximately 47 acres. Approximately 18.5 acres or 40% of the site is suggested to be reserved for public development.

## **Assessment of Site Opportunities**

### **National Attraction**

Few other development opportunities are as unique and as potentially beneficial as those offered by the Bayfront sites. The proximity of the sites to Canal Park, the DECC, I-35 and downtown Duluth offer potential consumer traffic that is perhaps unequaled anywhere in Duluth and potentially so large as to provide a base of support for a development that goes beyond Duluth's status as a regional visitor destination. This opportunity to expand the scope of Duluth's visitor draw could have significant impacts well beyond the development of the sites. The potential to develop an attraction that will draw visitors from beyond Duluth's traditional visitor trade area should be considered as one of the top objectives in analyzing development opportunities for the site.

### **Harbor/Waterfront**

The sites also offer a unique opportunity to make the harbor an integral part of both Duluth's residents' daily lives and the attraction for visitors. Historically Duluth's waterfront developments have somewhat turned their backs to the harbor. This is unfortunate, because it is the harbor activity that is one of Duluth's primary visitor draws. Nearly all visitors make the journey to the Ship Canal to watch ships enter and leave the harbor. The appeal and fascination with the ships is born of Duluth's visitors midwestern roots and relative lack of opportunity to experience vessels of this magnitude. Moreover, Duluth's harbor is quite unique among the other midwestern harbors on the Great Lakes. It is very important to recognize the significance of the harbor, ship traffic, harbor based recreational use and the opportunity they offer to distinguish Duluth from among virtually all other midwest destinations. Additionally, Lakewalk has shown Duluth residents' "love affair" with Lake Superior and the waterfront. The extension of Baywalk will expand and diversify that experience. In the future, Baywalk and Bayfront Park will be acknowledged by Duluthians as among their most prized possessions.

### **Development Ready**

Another positive attribute of the Bayfront sites is related to the ability for a developer to proceed quickly, absent many of the constraints redevelopment initiatives must confront early in the development process. The ownership of the property by the Duluth Economic Development

Authority (DEDA), with a reasonable land cost, makes the sites particularly attractive to developers who may otherwise shy away from projects involving public acquisition, relocation and condemnation. Additionally, the site is cleared and substantially ready for development. This eliminates many unknown costs and timing concerns that might deter project developers. These benefits might not appear significant to the general public, but will be viewed as genuine opportunities by developers.

### **Lake Superior Center**

Lake Superior Center (L.S.C.) is a proposed fresh water aquarium that features the habitats of the Lake Superior region. The project is scheduled to begin construction in the summer of 1997. This facility will serve as a year-round attraction for Duluth Waterfront and as a center of education for the area and region's residents.

## **Assessment of Market Opportunities**

### **Urban Entertainment**

In the evaluation of future markets and trends, all sources seem to be pointing to a thriving future market that combines leisure time, entertainment, travel and retail into a singular urban entertainment complex. Communities at the leading edge of downtown and waterfront development are moving quickly down this path. These development efforts are focused, at this time, primarily in major population centers. Developers going down this path are in high demand from communities and land owners all over the country. So, while this is a highly desirable market to pursue Duluth will find tough competition and demand for those with the resources and talents to be at the leading edge of the market. Below are discussions of the types of uses and businesses that would be appropriate to target for inclusion in an urban entertainment complex.

### **Simulated Entertainment/Education**

Simulated entertainment/education is perhaps the single element that will play a predominant role in the emerging entertainment complexes across the country. On the market now are a handful of computer and virtual reality simulated entertainment ventures. EPCOT Center in Orlando, Florida is probably the largest and most technically advanced of these. Similar smaller scale endeavors are emerging all over the country with a variety of themes. Most of those developed to date have followed the concept of a form of "thrill ride"; however, there are emerging initiatives using this same technological vehicle for a form of entertainment/education that will appeal to a more mature population. This form of entertainment is truly in a development mode and finding an example that is already open to the public will be difficult. There are however several good examples in final planning and development stages. Duluth may be well positioned to pursue and include that form of simulated entertainment/education directed to a more mature population. An initiative in this area might be the vehicle to making the Bayfront project an attraction with broad regional appeal. Such a project might look something like a multi-plex theater where a visitor would have a choice of entering several different simulated experiences, e.g. "The Floor of Lake Superior", "Duluth in 1880", "Shipwrecks", "OHara, Japan", etc.

### **Restaurants**

Eating establishments are a critical component of these emerging types of entertainment development projects. However, unlike the past, they are more than secondary uses that thrive off the development's traditional sources of attraction. The leading edge restaurants are becoming the attractions themselves. Theme restaurants, such as Rainforest Cafe, are in very high demand and are generating substantial traffic volumes at the developments in which they are located. In addition, these types of restaurants are highly profitable and have become a significant sources of revenue to developers. It would seem it is very important the Bayfront project include these type of theme restaurants with high traffic and profit levels. It should be noted that the lack of availability of liquor licenses in Duluth could become a significant stumbling block to achieving this important aspect of the development.

### **Retail**

Where in the past major retailers in shopping malls were the attraction upon which other uses drew their traffic, future trends seems to indicate that retail is becoming the secondary use. This trend could be a significant opportunity for the Bayfront project. There are growing indications that large retailers are changing their commitment to malls and looking at smaller stores in entertainment and downtown development projects. It will be a worthy effort to make special recruiting initiatives directed towards companies like Daytons and Bloomingdale's. There is an opportunity to convince one of these major retailers to become part of a development quite unlike where they have located in the past.

### **Hotels**

While much can be questioned regarding the need for additional lodging accommodations in the Duluth market, it is clear that hotels are frequently an integral part of entertainment developments. Their presence is a response to market demand and to the influence that can have on a development project. They can make joint use of parking constructed to accommodate daytime uses. And, perhaps more importantly they provide a significant source of evening time activity that creates longer hours and higher use for other businesses.

### **Movie Theaters**

Another attribute of successful urban entertainment complexes is the inclusion of some type of multi-screen movie complex. The lack of a movie theater complex in downtown Duluth makes the inclusion of this type of use particularly attractive. Attendance at movie theaters has been growing in recent years and indications are the trend will continue upward. Movie theatres bring to their environs substantial evening traffic. This can be quite important to the financial success of such a project.

### **Marina**

Very few opportunities exist for the dockage of small boats on the waterfront. In the entire harbor area the shortage of docking spaces for daily mooring is even more severe. The opportunity to provide daily and overnight dockage could open a new waterfront market for boats from other locations on Lake Superior, up the St. Louis River and throughout the harbor.

## **Residential**

The market opportunity for residential development, while desirable, is questionable. Certainly water's edge housing has appeal to potential residents. Additionally, residential adds a nice mixed use component to this type of project. On the contrary side, residential development offers some limiting considerations. At ground level it can be disruptive to the synergy of a commercial area. The demand for new housing in Duluth is not particularly strong. Residential development has high parking demands and often cannot financially support the cost of parking on a constrained site. While it will be useful to keep the door open to a residential component on the sites the practical limitations must be considered. Residential should be viewed as a secondary opportunity.

## **Citizen Participation**

### **Public Forum**

On November 13, 1996 the Duluth City Planning Commission held a public forum for the citizens of Duluth to present their ideas for the future of Bayfront. The forum was videotaped and later rebroadcast on PACT-TV. Appended to this report is a list of each of the speakers and a brief summary of their remarks. Videotape copies of the forum are available for complete review of each of the presenter's comments.

### **2001 and beyond**

The recently completed 2001 *and beyond* community visioning process resulted in the following community vision and made the following recommendation:

**Vision:** Duluth's unique physical beauty and diverse cultural environment creates our competitive advantage. Our people will work together, with respect for each other, to ensure that development is consistent with Duluth's future as an urban wilderness, as a neighborly and safe place to live, and as a place of high-skilled, high wage employment.

**Action Item:** By 2001, the City of Duluth will have constructed a large municipal, year-round aquatics and boating center in a central, accessible location and having sufficient capacity to serve users of all ages.

### **Recurrent Public Opinions**

Throughout the public participation process several themes of public opinion have been recurrent. The essence of those themes are outlined in the following summary.

People seem to be unified in their opinion of the tremendous resource this area is for the community and the importance of maintaining public use and access to the waterfront. If any single theme has been advanced for the development of Bayfront it is one that would focus on the harbor, water related use and an emphasis on interaction with the water.

Most people seem to understand the financial relationship and dependence of the public area development and private development of the Bayfront sites. The need for a public/private

partnership to enable the area to be developed to its maximum potential seems to be a common public opinion. Bayfront Festival Park and the extension of Baywalk must be considered a requisite to any development proposal is an opinion that has been shared by nearly every participant in the process. Private development will substantially provide the financial resources to achieve this end.

While many ideas for project specific proposals have been suggested they all have the commonality of suggesting some type of central public or private venture that offers a unique experience for residents and visitors alike. Most opinions are very supportive of any development proposal having four season usage.

## **Design Considerations**

### **Interactive Waterfront**

Much of the Duluth waterfront uses the water as a backdrop to land-based projects and activities. Duluth's primary exception to this and perhaps the community's most notable attraction is the ship canal. Highly successful waterfronts have developments that face the water's edge and have direct interaction and activity related to the water. This includes things such as boat dockage, marinas, fishing piers, on-water recreation, docks, over-water development, boat-based activities, historic boat displays, water's edge walkways and other types of similar activities and projects.

The design of Bayfront should incorporate nautical and water related features. Canal Park has been highly successful to this end. Lake Superior Center has limited nautical related design features, however, it does incorporate some excellent proposals for interaction with the water's edge.

### **Slips Two and Three**

Previous development proposals have included the filling of all of Slip One and partially filling of Slip Two. The filling of the south half Slip One has been completed. The Minnesota State Historical Society has raised strong objections to the filling of Slips Two and Three. Some proponents of water based development have suggested enlarging the slips to have a greater water impoundment with which to work. In consideration of the historic value of the slips as they currently exist and the ability to maximize the water's edge frontage (approximately 3,600 feet - over two thirds of a mile) it is suggested Slips Two and Three be fully retained and incorporated into the development design.

Slip Two stands adjacent to Bayfront Festival Park and could easily be incorporated into the overall design and function of the park. Slip Three is further removed from the surges of the harbor and offers the best location for day and over night dockage and water based recreation activities. Development of Slip Three cannot occur as long as the cement plant continues to operate in its present location.

### **Historic Boat Basin**

Slip Two is central to the development sites and offers the best location for the display of historic



boats and vessels as part of the Bayfront Festival Park. The concept of the displaying of historic boats has been widely supported and could be a very interesting aspect of the development. While there have been suggestions that such a display should include enlarging the slip the boats will best be shown within the context of the original historic slip. Incorporating this as one of the primary themes of the Bayfront Festival Park is suggested.

### **Skywalk Linkages**

The overall skywalk development plan includes linkages to the Bayfront area both from the downtown central business district and the DECC. The downtown linkage would cross I-35 connecting to and through the Depot. The DECC linkage would connect and pass through Lake Superior Center.

These linkages are important to both the success of any project that might be proposed and to maximize the potential benefit development of the sites might have on the DECC and downtown businesses. Examinations of other successful waterfront projects have revealed that pedestrian linkages are critically important to areas gaining mutual benefit from each other. In addition, the Duluth climate has proven the need for all-weather pedestrian linkages.

### **Parking**

Parking will need to be provided for both the Festival Park and for any private development that may be proposed. While some surface parking is desirable for short term/high turnover users, most users will be best accommodated through ramp parking. Strong consideration should be given to ramp parking in all development proposals; particularly so on developments Sites A and B. In addition, collaborative parking with the DECC should also be considered.

### **Theme**

The proximity of Lake Superior Center and the great importance Duluthians place on protecting the environment make utilizing an environmental theme an intriguing option for development of the sites. This theme is well supported through the determinations made in the 2001 and beyond process of making Duluth a community known for its environmental consciousness.

### **Conclusions**

Development Sites A and B should be privately developed as urban entertainment centers. The two sites may be developed as a single project or two separate independent projects. This option is suggested to remain open through the developer selection process.

### **Site A**

Site A can accommodate approximately 300,000 square feet of private development with a parking ramp for approximately 1000 cars and surface parking for approximately 250 cars. Developed to this maximum the structure would be a four-or five-story building and have a total development cost of approximately \$40 million not including land acquisition and related expenses.

### **Site B**

Development Site B if developed including the LaFarge Property can accommodate approximately 100,000 square feet of single story private development with a surface parking area for approximately 500 cars. This would have a total development cost of approximately \$10 million not including land acquisition and related expenses. While Site B could be developed more intensely with a multi-story building it is suggested that maintaining a nautical theme between slips two and three is highly desirable and a single story structure is most conducive to that approach. In the alternative, second story residential might be given favorable consideration based on an appropriate design.

### **Site C**

It is suggested that Site C be held for future development opportunities. This area will become considerably more valuable after the successful development of Sites A and B and it remains as the last undeveloped parcel of property. As this area is developed in the future, strong consideration should be given to inclusion of major public or semi-public uses that will serve as an "anchor" at the far westerly end of what will become the commercial waterfront. Additionally the development of Sites A and B should include skywalk linkages for the future development of Site C.

## **Alternative Approaches to Implementation**

### **Request for Proposal**

One of the most common ways to pursue a development project is for the owner to solicit proposals from developers. In this method the owner (in this case DEDA) would establish minimum development standards and publicly solicit developers to submit development proposals to a selection process. Such proposals would not only include the capabilities of the developer; but also include development plans, tenants, financial pro-forma and financing plans. The cost of responding to this form of solicitation process is quite high and frequently smaller developers find the process prohibitive. Additionally, the process essentially puts all design and use parameters in the hands of the proposal offerer. Owners sometimes find themselves in the position of having only one or two proposals to review and/or in the position that the proposed projects are more limited than what the owner might desire. This process is most appropriate on very simple sites with traditional retail type developments and speed is considered a priority.

### **Request for Qualifications**

The process of soliciting developers qualifications is a two-step approach. In the first step the owners identifies broad parameters for the development it desires and invites developers to submit their qualifications for consideration. The owner then selects a single developer who is invited to develop and submit a detailed development project. The selected developer is given some assurances that it will be selected as developer if it successfully presents an acceptable project proposal. Some of the competitive advantages gained through direct developer competition are lost through this process and there remains the potential that the best project was missed vis-a-vis not selecting the strongest project proposal. The advantage to this process is that the developer has greater assurance of selection and is likely to commit far greater financial resources to the

development of the project. This process is most appropriate on complex sites with unusual development objectives and where timing is not critical.

### **DEDA as Developer**

An unusual, but sometimes occasionally utilized method of development is for the owner to become the initial developer. In this approach the owner develops the project design and actively solicits tenants, occupants and purchasers. In the end the owner would then divest itself of the project either through syndication or sale of the project. This process places considerable time and cost demands upon the owner. Often times owners go through this process and still end up turning to a solicitation process for the end project. This approach is often used where there is low developer interest and/or high market risk in the desired outcome. This approach may have some application with the Bayfront sites because of the large number of communities that are pursuing developers for urban entertainment developments and the relatively small number of qualified developers in this field of development.

### **Recommendations**

#### **Name Change**

**It is recommended the use of the term "bayfront" be phased out and replaced with more descriptive and appropriate terminology.** The walkway around the harbor should be called "Harborwalk". The development should be coined with a more descriptive term such as "Duluth Harbor Waterfront Project". This name will only be an interim use, in any case; as it is probable the eventual developer will coin the project's own name.

#### **National Environmental Center**

To the objective of including some aspect of the development that will bring more than regional attention to the project **it is recommended the creation of the National Environmental Center be investigated.** Conceptually, the Center would be physically limited, but broad in scope of programs and use of other facilities. A key aspect of the Center would be an Environmental Achievement Hall of Fame. Within the development the administrative functions of the Center and the Hall of Fame would be housed, however duplicate use of public spaces would be the means of presenting displays and information. The skyway systems and the public areas of the proposed development could be designed with this function as a principal objective. This would have the dual benefit of giving the skyways interest, as well as function and would be an efficient way of providing display area. This Center could also have conference and programming functions that would see it make use of the DECC, Lake Superior Center and the OmniMax theater. Developed in concert with the simulated entertainment complex it could have a very significant visitor draw. It is suggested National Environmental Center be totally privately funded. It could draw from several significant constituents, including national environmental organizations, foundations, corporations and concerned individuals. The positive public relations that major corporations would derive from association with such an endeavor could be a significant funding source.

### **DEDA Initiatives**

Because of the large number of communities that are soliciting urban entertainment developers and projects, DEDA will likely have difficulty in securing a highly experienced developer in this field. Moreover, the people leading this field are primarily located on the west coast. To bring a high level of expertise to the project **it is recommended that DEDA retain the professional services of a consultant highly experienced in this field to design this element of the project focusing on simulated entertainment/education.**

With this level of commitment to the project, DEDA will gain additional credibility through its developer selection process. Additionally, this resource can provide valuable assistance through the developer selection process.

### **Request for Qualifications**

Because of the unique qualities of the sites and the complexity of the development possibilities it **is recommended that DEDA pursue a Request for Qualifications process for Sites A and/or B; retaining the option to select one developer per site or a singular developer for both sites.**

This developer solicitation should require the following minimum information:

- a. Experience of Developer
- b. Financial statement of Developer (to be confidential)
- c. Conceptual description of Developer's intent to develop (project scope and scale)
- d. Resources committed to proposal preparation (man-hours and dollars)
- e. Time schedule

### **Festival Park Development**

Because substantial community commitment has already been made to the Bayfront Festival Park, **its is recommended the City proceed with completing development of the Bayfront Festival Park with a future cost recovery agreement with DEDA.**

## Appendix A

### Public Forum Speakers and Comments

Adrienne Josephs- Bayfront site is the last prime waterfront property available to be used as a park. Against commercializing this last open park. Should be dedicated as a park for enjoyment by both residents and visitors. No rush to develop the property. Take ample time to decide what to do. Extend Lakewalk further along the harbor shore. Restrooms are needed for special events. Parking is also needed. Maybe a municipal swimming pool would fit.

Bob Schadel- Should only be used for civic, recreational, educational, inspirational and spiritual uplifting. Residents and visitors should benefit. No more malls, cinemas, eateries. Need something we haven't got- year around recreational aquatic facility. A mini-marina for transient boaters protected from the harbor to go with the aquatic theme. Acquire all the land possible for long term public use. Domes could contain different climates for enjoyment in the winter.

Frances Reed- Consider waterfront horticultural conservatory facility. Keep in public domain. Accessible to everyone. Energy-efficient dome shape structure. Blues Festival not really appropriate due to amount of sound that gets to residential areas on the hillside. It's an invasion of their privacy. Long range planning definitely essential. Primary premise is that it should serve public 12 months per year. Quality of life today is much more important than it was 20 years ago.

Jerry Kimball- Boat display for vessels that can be visited or used by the general public. Basin combined with winter garden. Need to package waterfront concept. Construct public portion first then private portion after. Boat basin will develop "spirit of Duluth". Skywalk connection to Depot is important. Only uses that are waterfront dependent should be considered. Preserve views of the waterfront from the freeway. Keep pedestrian distances as short as possible within the display area.

Mike Conlan- Greater Downtown Council endorses the plans of the past which have almost been implemented. These were well thought out and have considerable public input and support. Public access must prevail. Development must be a public/private partnership. Visitor Center should be considered as an element.

Joanne Faye- Suggests a five year hold on major development due to lack of budget. In the meantime recommends planting trees along the edge shared with the cement silo to create a visual buffer. Bayfront should be a park. Maybe a Camp Snoopy could be developed as a temporary operation over the next five years to generate some revenue that could be invested in permanent longer range improvements.

Dan Russell- DECC has direct interest in the site as its operator. There are some problems in the area such as shortage of parking. Recommends attempts be made to coordinate adding parking. UMD hockey program needs larger sheet of ice and more seating capacity than DECC can now provide. DECC wants to be part of the development process.

Anne Paine Williams- Said the waterfront reclamation for open space has wider human benefits. The 2001 process illustrated there is consensus to preserve the waterfront for public use. It allows for opportunities of intergenerational social and recreational mixing. It is non-elitist.

Kinnan Stauber- Site should only be developed for waterfront related and dependent activities.

David Lonsdale- Lake Superior Center is willing to work with this development particularly on the Skywalk connection.

Lynn Vandervort- Recommends investing in park facilities including bathrooms and parking. Doesn't want singular use items that are non-waterfront oriented. Studies have shown people come to Duluth for Lake Superior. Bayfront Park fits the need for visitors. Plan for the park to generate more festival activities beyond what is done now.

Mark Belich- Representing the sailing, boating and other water interests/clubs encourages the consideration of incorporating space for these organizations within the complex. This could be a public-private development of appropriate facilities.

Dorothy Bohlman- Suggested lots of grass, open spaces, brick paths and benches where people can sit, observe and enjoy the water. The waterfront activities should serve the residents as well as visitors.

## **Appendix B**

### **Matrix of Potential Uses**

### ANALYSIS OF POTENTIAL USES

This analysis is for the DEDA owned and adjacent private parcels available for private development. This analysis assumes a "mixed use" development, which engages people in a variety of activities in an urban waterfront context. Creating a synergy among uses is crucial, while at the same time avoiding conflicts.

<b>√+ Very Compatible</b>	<b>√ Compatible</b>	<b>√ - Less Compatible</b>	<b>✕ Not Compatible</b>
<b>RETAIL</b>	<b>√+</b>	<ul style="list-style-type: none"> <li>* Speciality retailers add color and excitement</li> <li>* Cannot become dominant use</li> <li>* Cannot replicate regional shopping types of retailers</li> </ul>	
<b>RESTAURANT</b>	<b>√+</b>	<ul style="list-style-type: none"> <li>* Eating is a popular recreational activity for Waterfront visitors</li> <li>* Compatible as one element of the "mixture of uses" concept (to retain visitors they must have convenient access to food services)</li> </ul>	
<b>INDOOR ENTERTAINMENT</b>	<b>√+</b>	<ul style="list-style-type: none"> <li>* Theaters, games, virtual reality (Outdoor entertainment will be accommodated in the adjacent Bayfront Park)</li> <li>* Ability to change and evolve as tastes change</li> <li>* Opportunities for family-oriented and tourism activities in relatively small spaces</li> <li>* Appeals to a wide range of the population</li> <li>* "Leisure" activity for all seasons</li> <li>* Brings substantial evening traffic to their environment</li> </ul>	
<b>VISITOR CENTER, MUSEUM AQUATIC CENTER, BOAT DISPLAY, ETC.</b>	<b>√+</b>	<ul style="list-style-type: none"> <li>* Can engage a variety of people due to a "public" nature</li> <li>* "Active" or "casual" nature gives diversity</li> </ul>	
<b>INDOOR OPEN SPACE</b>	<b>√+</b>	<ul style="list-style-type: none"> <li>* Outdoor open space is focused on the actual Waterfront in the adjacent Bayfront Park</li> <li>* Could be publicly or privately controlled</li> <li>* Allows "leisure" relief from other activities</li> <li>* Could provide year-round open space</li> </ul>	
<b>HOTEL</b>	<b>√</b>	<ul style="list-style-type: none"> <li>* Private use may conflict with adjacent park use (concert noise, traffic, etc.)</li> <li>* Provides evening activities and a year-round draw</li> <li>* Can make use of upper floors not well-suited for other commercial uses</li> <li>* Make duplicate use of parking constructed to accommodate daytime uses</li> </ul>	



# ANALYSIS OF POTENTIAL USES

This analysis is for the DEDA owned and adjacent private parcels available for private development. This analysis assumes a "mixed use" development, which engages people in a variety of activities in an urban waterfront context. Creating a synergy among uses is crucial, while at the same time avoiding conflicts.

√+ Very Compatible	√ Compatible	√- Less Compatible	✕ Not Compatible
AQUACULTURE	√	<ul style="list-style-type: none"> <li>* Water related</li> <li>* Limited knowledge of this evolving field</li> <li>* Opportunities for creativity</li> </ul>	
RESIDENTIAL	√	<ul style="list-style-type: none"> <li>* Needs clear definition from "public" activities</li> <li>* Duluth residential developments have sought more privacy, but long term trends could change</li> <li>* Most compatible above ground level</li> </ul>	
MARINA OR DOCKAGE	√	<ul style="list-style-type: none"> <li>* May be more appropriate in public park</li> <li>* Year-round activities limited</li> </ul>	
COMMERCIAL SERVICE (PRINTERS, MEDICAL, ETC.)	√-	<ul style="list-style-type: none"> <li>* Other sites more appropriate</li> <li>* Clientele/work force located elsewhere</li> </ul>	
OFFICE	√-	<ul style="list-style-type: none"> <li>* Conflict with nearby public uses</li> <li>* Would bring year-round activity</li> <li>* Other sites Downtown more appropriate</li> </ul>	
LIGHT INDUSTRIAL	✕	<ul style="list-style-type: none"> <li>* Conflict with public uses</li> <li>* Other sites more appropriate</li> </ul>	